

## Redaction and Expungement How-to's



Rosemary Cundiff Kendra Yates Avalon Snell

## Redaction



## Redaction is called segregation

Some records must be segregated before they can be disclosed.



#### Utah Code 63G-2-308

- .. If a governmental entity receives a request for access to a record that contains both information that the requester is entitled to inspect and information that the requester is not entitled to inspect... and if the information the requester is entitled to inspect is intelligible, the governmental entity:
- (a) shall... allow access to the information in the record that the requester is entitled to inspect...
- (b) may deny access to information in the record if the information is exempt from disclosure to the requester, issuing a notice of denial...

## Intelligible vs. Unintelligible



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# Records with more than one subject must be segregated.

#### Utah Code 63G-2-202(3)

If there is more than one subject of a private or controlled record, the portion of the record that pertains to another subject shall be segregated from the portion that the requester is entitled to inspect.



## Fees may be charged for segregation.

### Utah Code 63G-2-203(1)(2)

A governmental entity may charge a reasonable fee to cover the... actual cost of providing a record...

...actual costs under this section may include...

- (a) the cost of staff time for compiling the record into an organization or media to meet the person's request
- (b) other direct administrative costs for complying with a request;...



# Segregation can be an extraordinary circumstance.

#### Utah Code 63G-2-204(6)

The following circumstances constitute "extraordinary circumstances: that allow a governmental entity to delay approval or denial by an additional period of time...

- (g) segregations ... requires extensive editing;
- (h) segregating... requires computer programming.



## Additional time is allowed for extraordinary circumstances.

## division of Archives and Records Service

#### Utah Code 63G-2-204(7)

If one of the extraordinary circumstances ... precludes approval or denial within the specified time...the following time limits apply:

- (e) if (extensive editing is required) .. Fulfill the request within 15 business days after the response time specified for the original request has expired;
- (f) If (computer programming is required) complete programming and disclose... as soon as reasonably possible.

## Notice of Denial may be provided for redacted information

#### Utah Code 63G-2-205(1)

If the governmental entity denies the request in whole or part, it shall provide a notice of denial to the requester....



## Records not readily segregated unavailable for in-office inspection.



#### Utah Code 63G-2-201(1)(b)(iii)

The right (to inspect a public record free of charge during normal business hours) does not apply with respect to a record

- (a) that is accessible only by a computer.. owned ...by the governmental entity;
- (b) that is part of an electronic file that also contains a record that is private, controlled, or protected; and
- (c) that the governmental entity cannot readily segregated ....

#### Implementation Dilemmas

- Record Sharing
- Records subject to another law
- Video footage: software is necessary
- What remains seems Unintelligible
- Attorney needs to do the redacting?





### Technical Processes



#### **Utah Department of Corrections accused of intentional records cover-up**

by Wendy Halloran, KUTV | Thursday, March 17th 2022



A 2News Investigation found the Utah Department of Corrections is going out of its way to make sure you don't know about practices inside Utah's Adult Probation and Parole system. (KUTV)









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#### March 17, 2022 Utah Department of Corrections

 Heavily redacted supervision notes for AP&P offenders

https://kutv.com/news/2news-investigates/ 2news-investigates-utah-department-of-corr ections-redactions



documents but began to wonder what UDC was trying to hide. While trying to copy and paste one offender supervision history into an email to show 2News management, the redactions went away. What we found was very revealing about the supervision of these



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- What they redacted (Why that was wrong)
- Content of the records (What they were trying to hide)



#### **Choose Your Method**

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#### **Test Your Method**

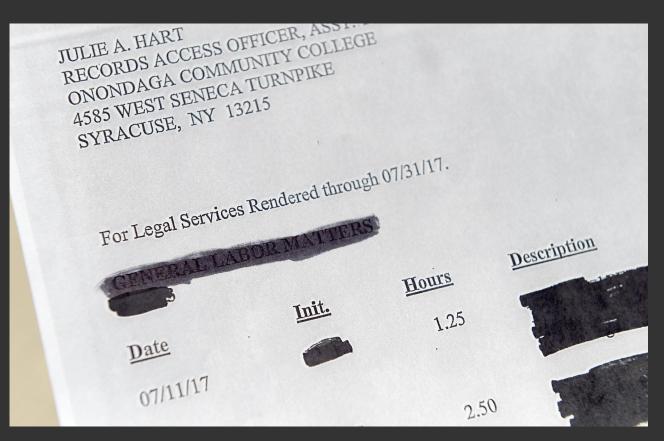
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#### Technical Processes: Paper

#### Black marker by hand

- Verify that it's not discernable under any light
- Making a photocopy can make it less human discernable

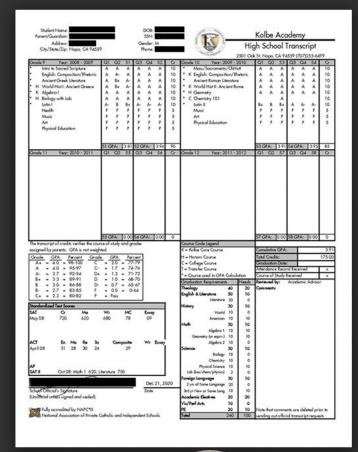




#### Technical Processes: Electronic

#### **Auto-Redaction software**

- Unstructured data, like PDFs
- Uses Optical Character
   Recognition (OCR) and Artificial
   Intelligence tools
- Initial setup takes time, but then does a lot of documents quickly
- Identifies info based on form field location or on content and context

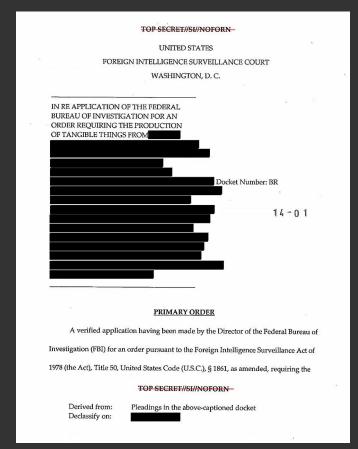




#### Technical Processes: Electronic

PDF editor with redaction capability

- Unstructured data: PDFs
- One document at a time
- Time-consuming, but inexpensive (if only occasional redactions needed)



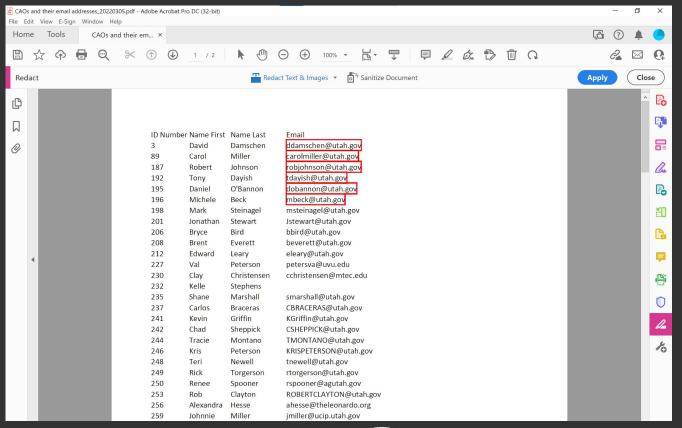




#### PDF-Editing Software: Example

- Find Redaction tool
- Highlight field to redact
- Select "Apply"

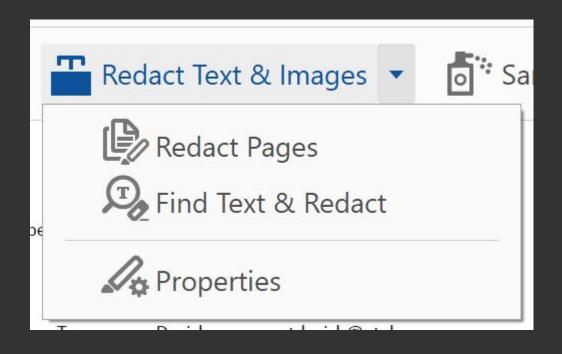
OR





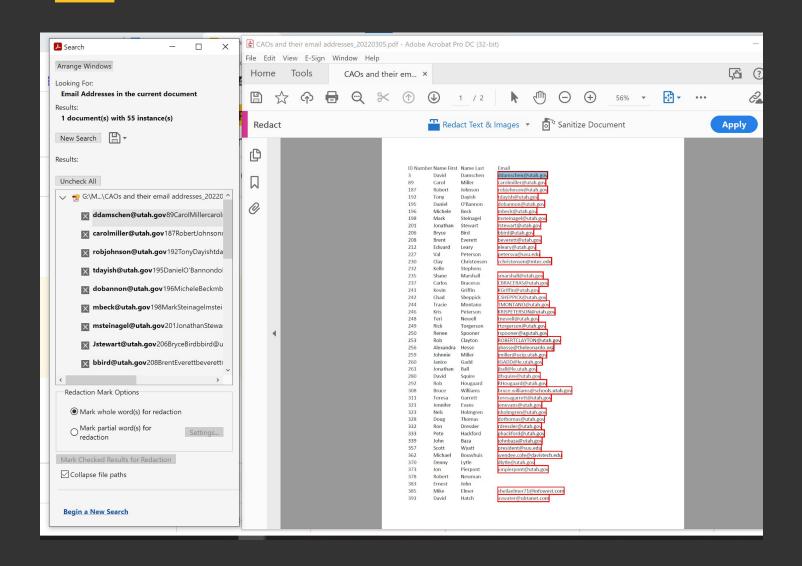
#### PDF-Editing Software: Example

- Select "Redact Text & Images"
- Choose "Find Text & Redact"
  - Patterns
    - Email addresses





#### PDF-Editing Software: Example



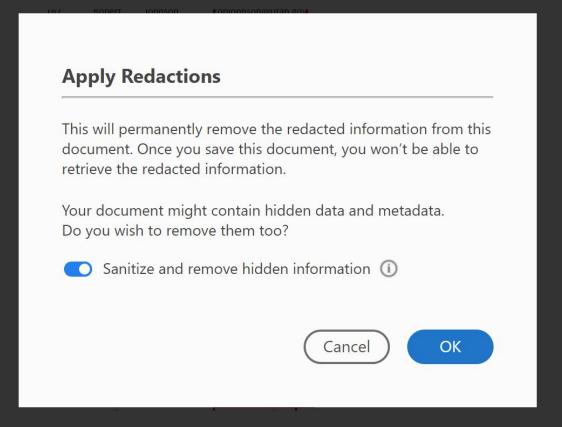
- Check All
- Review items identified
- Select "Mark
   Checked Results for Redaction"
- Select "Apply"



#### "Hidden Information," aka Metadata

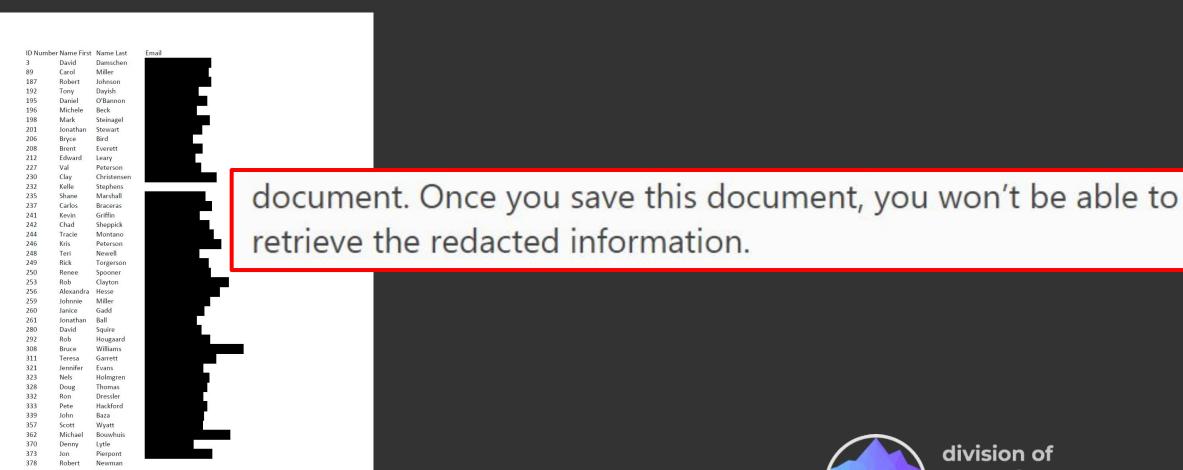
Option to remove "hidden information," aka Metadata

 Redacted record should have metadata redacted as well
 System automatically creates a new file for the redacted version





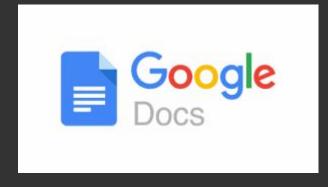
#### Verify redactions can't be reversed





#### Microsoft Word Docx and Google Docs







#### Decode msyamlal

This add-on enables you to encrypt text -- such as passwords or sensitive...

**★** 2.7 • ± 809

#### DocSecrets

Encrypt your secrets

My password is

#### **DocSecrets**

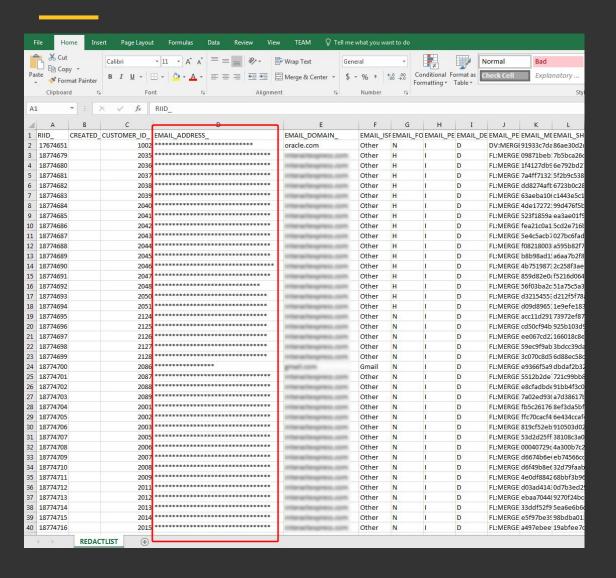
#### inovate

Encrypt and hide sensitive information, share censored documents or collaborate...

**★** 3.1 • **±** 89,608



#### **Data Redaction**



#### Work with IT

- Redact data fields
- Create reports that contain only public information



#### Video Files

- Video-editing software
- Make a copy
- Cut out or modify segments
  - Delete
  - Blur image
  - Change voice
- Save As (new file)
- Test to make sure you can't restore deleted segments





#### **Audio Files**



- Audio-editing software
- Make a copy
- Cut out or modify segments
  - Delete
  - Alter pitch of voice
  - Mute
- Save As (new file)
- Test to make sure you can't restore



## Protocols for Responding



#### **Notice of Denial**

Redacting information is denying access to part of a record.

#### Requires a notice of denial:

- Description of Records
- Request is granted in part and denied in part
- Denied portion classified as...
- Per Utah Code...
- This decision may be appealed within 30 days to...
- CAO name & business address





#### **Notice of Denial: How Detailed?**

The following is a list of all of the records responsive to your request, along with the classifications and citations:

- Budget report for FY2019 to FY2021 showing money spent on attorney services (see line 32) (public)
- AG Office ISF Billing\_State Archives, spreadsheet with tabs for FY2019, FY2020, and FY2021 (public)
- 31 Monthly bill summaries (public)
- 35 Monthly bills which contain protected case information, per Utah Code 63G-2-305(17). These require redaction to be released.
- 36 Monthly invoices which contain protected financial account information, per Utah Code 63G-2-305(12). These require redaction to be released.

I am providing the first three items listed, free of charge, for a total of 33 documents. If you would like the last two items, entailing 71 documents, please submit a payment for \$200.28 to the Utah Division of Archives & Records Service.

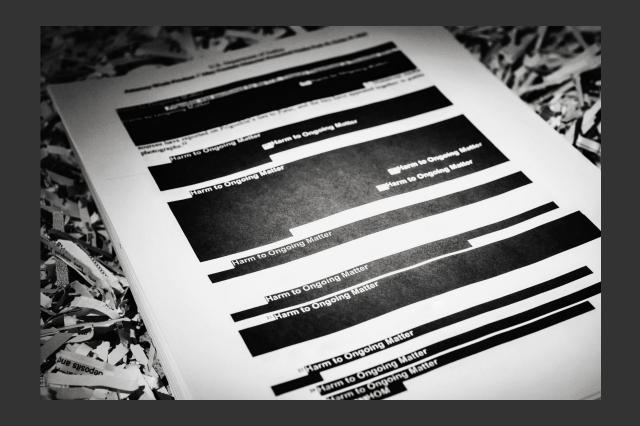
As previously discussed, it requires 20 minutes of administrative work to segregate protected information from the public information for these two records, for an estimated total of 12 hours. The cost to provide all 36 months of records for you (calculated using the lowest-paid person on staff with the software access and skill required to perform this duty) is \$200.28.

- Be as clear as possible
- List items & their classifications
- Specific citations
- This is an excerpt from an actual response



#### Unintelligible? Who decides?

- Redact a sample
- Look at it with fresh eyes
- What information does it contain?
- Could ask requester if they would find the records useful in this condition, and if they are willing to pay for the time required to redact them





#### Voice distortion to protect identity?



- Is the person identifiable?
- Are you classifying their identity as non-public information?
- If so, then anything that could be used to reasonably identify the individual needs to be redacted
- Could include voice distortion



#### Records Subject to Another Law



Should you still make redactions based on GRAMA?

- Yes. Take both laws into account as you classify the record
- Private info only released to specific people
- If conflict, then follow most specific

  Specific division of Archives and

Records Service

#### What if We Can't Redact?

- Not optional
- Ask yourself: Why are we creating this record? In this format?
- Reevaluate the practice
- If you create the records, you must manage them, including providing appropriate access
- Need redaction software, whether owned or contracted



Utah Code 63G-2-202(3)
"...The record that pertains to another subject shall be segregated..."



#### Attorney Needs to do the Redacting?



- Internal decision
- Formula for calculating fee = Salary of lowest paid employee with ability to perform request
  - "In the discretion of the custodian of records"
  - Justifiable?







#### Expungement



## Expunge means restricting access

#### Utah Code 77-40-102(9)

'Expunge' means to seal or otherwise restrict access to the individual's record held by an agency when the record includes a criminal investigation, detention, arrest, or conviction.



#### Subject is responsible to distribute expungement order

#### Utah Code 77-40-108

- (1) An individual who receives an order of expungement... shall be responsible for delivering a copy ... to all affected criminal justice agencies...
- (6) An order of expungement may not restrict an agency's use or dissemination of records .. until the agency has received a copy of the order.



# Court order governs records to be expunged.

#### Utah Code 77-40-108

- (4) An agency receiving an expungement order shall expunge the individual's identifying information contained in the records in the agency's possession relating to the incident for which expungement is ordered.
- (5) Unless ordered by a court to do so... or in accordance with 77-40-109(2), a governmental entity or official may not divulge information or records that have been expunged.



## BCI keeps index and maintains all expunged records.

## BCI is authorized to share expunged records to certain entities.



#### Utah Code 77-40-109

#### examples:

- (i) Board of Pardons and Parole
- (ii) Peace Officer Standards and Training;
- (iii) federal authorities, only as required by federal law;
- (iv) the Department of Commerce.....

## Who can have access to an expunged record?



#### Utah Code 77-40-110

Records expunged under this chapter may be released to or viewed by the following individuals:

- (1) the petitioner...
- (2) a law enforcement officer who was involved in the case, for use solely in the officer's defense in a civil action arising out of the officer's involvement with the petitioner in that particular case.
- (3) parties to a civil action arising out of the expunged incident, providing the information is kept confidential and utilized only in the action.

# Tips and Tricks for Managing Expunged Records





#### Managing Expunged Records

- Expunged records need to stay as complete and intact as possible because an expungement can be reversed.
- If you wish to manage them with the original grouping, make sure all expunged records are kept in a manner that access is completely restricted and no identifying information is available for those records.
- Make sure you can respond to records requests without indicating that the expunged records exist.





#### Managing Expunged Records cont...

- If the expunged records are easier to manage as a separate group of records, then you may separate them.
- Make sure you are aware of the retention and access requirements before removing them from their original grouping.
- If you have a series-specific retention schedule for the regular (not expunged) records with State Archives, you may want to consider creating a separate series-specific retention schedule for the expunged records.





#### Retention of Expunged Records

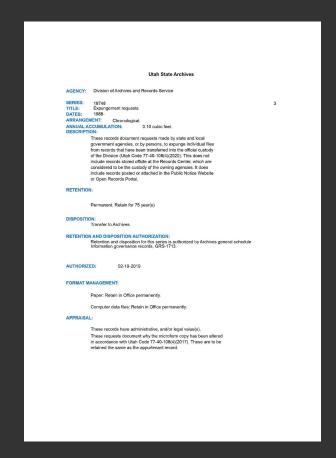
- Expunged records still need to follow the retention schedule as if they were not expunged. It is just the access to them is far more restricted.
- If you do not know the retention of your records, you can find general retention schedules, as well as your agency's series-specific retention schedules on our website archives.utah.gov





#### Retention of Related Records

- Information about the management of your expunged records needs to be kept for the lifetime of those records.
- For example, if you get an expungement order for a case,
   then it may be easier to keep it with the case file itself.
  - Case files have a retention range from 3 years to permanent so keeping the expungement order with the case file is the easiest way to manage them because of the variety of retention schedules that could apply.
- GRS-1713, Information Governance records.





#### **Accessing Expunged Records**

- The records officer/agency should <u>always</u> consult with their attorney before acknowledging the existence of, or allowing access to, expunged records.
- In general, a requester should not even know an expunged record exists. Once it is expunged, you should respond as though it does not exist, unless the requester is the court.
- Read the expungement order and see if it gives you any access exceptions.





#### The Process for Expunging Records

#### Physical Records

- Files and/or "Loose" Records put them in an envelope and seal the envelope closed. Tape the expungement order to the front and write the retention schedule and disposition date.
- Books and/or Bound Records cover the pages with another paper or folder and secure closed with tape or staples (only on the added paper if possible).
- Make sure to remove it from the index!



#### The Process for Expunging Records

#### Records on Microfilm

- Splicing removing the images that have been expunged and reattaching the film.
- Covering physically cover the images with black paper and tape.
- Scratching an absolute last resort because it damages the record. If you still have the original paper records you can be more liberal with scratching your microfilm.
- Always remember to change the index as well!



#### The Process for Expunging Records

#### Electronic Records

- If possible, move expunged records to a secure folder, drive, server, etc., so access to them is limited.
- If you can't move the records, see if it's possible to remove the personal identifying information from the records (after making a copy to maintain an original)
- If you keep your records in a database, always talk with IT to determine the best way to move expunged records elsewhere or add security access to them.

  Archives and

#### Managing Expunged Records

- A Summary...
  - Expungement is about access, so you need to make sure nobody can access the records (or even know they exist).
  - Maintain expunged records (and related records) according to the original retention schedule.
  - Expunged records need to stay as intact and original as possible because expungements can be reversed, or courts may need access to the original.
  - Always consult with your attorney if you have questions about your expunged records.







#### Questions? Contact Us!

Avalon Snell avalonsnell autah.gov

<u>State</u>: <u>Local</u>:

DCCE Special Districts

DNR LEAs

UDAF Transit Districts

USBE Interlocal Districts

Higher Ed. Quasi-Government

DABC

Renee Wilson reneewilson@utah.gov

State:

Elected Offices DPS

DOH/DHS Nat'l Guard

DWS SITLA DEQ UDOT

GovOps Vets and Mil. Affairs

Heidi Steed hsteed@utah.gov

Local:

Municipalities Courts

Counties Admin Office of

Law Enforcement

the Courts

UHP POST

Matthew Pierce mpierce@utah.gov

State:

Commerce Tax Commission

Corrections Public Service Commission

Insurance Financial Institutions

**Labor Commission** 

Board of Pardons/Parole

Rosemary Cundiff rcundiff@utah.gov

GRAMA Ombudsman

Kendra Yates kendrayates@utah.gov

**Chief Records Officer** 

